# **Legislative Audit Division**



**State of Montana** 

Report to the Legislature

October 2006

#### **Financial-Compliance Audit**

For the Two Fiscal Years Ended June 30, 2006

### **Department of Military Affairs**

This report contains six recommendations relating to:

- **▶** Not Following Required Bid Procedures
- **▶** Noncompliance with Federal Grant Requirements
- **▶** Unallowable Costs Charged to Federal Programs
- **▶** Lack of Controls over Authorizing Transactions
- **▶** Federal Special Revenue Fund Misstatements
- Untimely Payment of Claims

Direct comments/inquiries to: Legislative Audit Division Room 160, State Capitol PO Box 201705 Helena MT 59620-1705

06-25

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Government Auditing Standards, the Single Audit Act Amendments of 1996 and OMB Circular A-133 require the auditor to issue certain financial, internal control, and compliance reports. This individual agency audit report is not intended to comply with these reporting requirements and is therefore not intended for distribution to federal grantor agencies. The Legislative Audit Division issues a statewide biennial Single Audit Report which complies with the above reporting requirements. The Single Audit Report for the two fiscal years ended June 30, 2007, will be issued by March 31, 2008. The Single Audit Report for the two fiscal years ended June 30, 2005, was issued on March 6, 2006. Copies of the Single Audit Report can be obtained by contacting:

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#### LEGISLATIVE AUDIT DIVISION

Scott A. Seacat, Legislative Auditor Tori Hunthausen, Chief Deputy Legislative Auditor



Deputy Legislative Auditors: James Gillett Jim Pellegrini

October 2006

The Legislative Audit Committee of the Montana State Legislature:

This is our financial-compliance audit report on the Department of Military Affairs for the two fiscal years ended June 30, 2006. Included in this report are recommendations related to bid procedures, noncompliance with federal grant requirements, unallowable costs charged to federal programs, federal special revenue fund misstatements, internal controls authorizing transactions, and untimely payment of claims.

The department's written response to the audit recommendations is included at the end of the audit report. We thank the Adjutant General and his staff for their assistance and cooperation.

Respectfully submitted,

/s/ Scott A. Seacat

Scott A. Seacat Legislative Auditor

## **Legislative Audit Division**

Financial-Compliance Audit For the Two Fiscal Years Ended June 30, 2006

# **Department of Military Affairs**

Members of the audit staff involved in this audit were Cindy S. Jorgenson, Paul J. O'Loughlin, Delsi Plummer, Sonia Powell, Vickie Rauser, Jeff Tamblyn, Lena Tamcke, and Amber Thorvilson.

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#### **Appointed and Administrative Officials**

#### Department of Military Affairs

Major General Randall Mosley, Adjutant General

Karen Revious, Administrator, Centralized Services Division

Dan McGowan, Administrator, Disaster and Emergency Services

Division

Joseph Foster, Administrator, Veterans' Affairs Division

Reid Lund, Administrator, Youth Challenge Program

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Bob Pavlovich, Vice Chairman

Joseph Foster, Administrator, Veterans' Affairs Division

		<u>Term</u>
		<b>Expires</b>
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Bob Pavlovich	Butte	8/01/2007
Harvey Rattey	Glendive	8/01/2007
Charlie Crookshanks	Missoula	8/01/2007
James Heffernan	Helena	8/01/2007
Sylvia Beals	Forsyth	8/01/2007
Don Kettner	Glendive	8/01/2008
Polly Latray	Helena	8/01/2009
Major General Randall Mosley	Fort Harrison	8/01/2009
Charette Reno	Helena	8/01/2009
Keith Heavyrunner	Browning	8/01/2009
Harry Lafriniere	Florence	8/01/2010
Kelly Williams	Helena	8/01/2010
Joe Tropila	Great Falls	8/01/2010
Teresa Bell	Fort Harrison	8/01/2010
Mary Creech	Butte	8/01/2010
Thomas Huddleston	Helena	8/01/2010
Sarah Converse representing Sen	ator Rurns	

Sarah Converse, representing Senator Burns James Swartout, representing Senator Baucus

Stacey Graham, representing Representative Rehberg

For additional information concerning the Department of Military Affairs contact:

Karen Revious Department of Military Affairs PO Box 4789 Helena, MT 59604-4789 406-324-3330

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#### Department of Military Affairs

This report documents the issues noted during our financial-compliance audit of the Department of Military Affairs for the two fiscal years ended June 30, 2006. The prior audit report contained three recommendations which the department implemented. We issued a qualified opinion on the department's financial schedules presented in this report. This means the reader should use caution in relying on the presented financial information and the supporting detailed information on the state's accounting system.

This report contains six recommendations to the department concerning following required bid procedures, noncompliance with federal grant requirements, unallowable costs charged to federal programs, lack of controls over authorizing transactions, Federal Special Revenue Fund misstatements, and untimely payment of claims.

The listing below serves as a means of summarizing the recommendations contained in the report, the department's response thereto, and a reference to the supporting comments.

#### Recommendation #1

We recommend the department:

- A. Comply with bidding requirements in accordance with state law.

Department Response: Concur. See page B-3.

#### Recommendation #2

Department Response: Concur. See page B-3.

### **Report Summary**

Recommendation #3	We recommend the department ensure only allowable costs are charged to federal programs.
	<u>Department Response</u> : Concur. See page B-3.
Recommendation #4	We recommend the department:
	<ol> <li>Require individuals approving claims to use their own name or initials.</li> </ol>
	B. Review transactions to ensure they post as intended 9
	Department Response: Concur. See page B-3.
Recommendation #5	We recommend the department analyze activity in the
	Federal Special Revenue Funds to determine and process
	correcting transactions to ensure compliance with state
	accounting policy
	Department Response: Concur. See page B-3.
Recommendation #6	We recommend the department pay claims in accordance
	with state law and department policy
	Department Response: Concur. See page B-4.

### Introduction

#### Introduction

We performed the financial-compliance audit of the Department of Military Affairs (department) for the two fiscal years ended June 30, 2006. The objectives of the audit were to:

- 1. Determine if the department complied with applicable state and federal laws and regulations.
- 2. Obtain an understanding of the department's control systems, and, if appropriate, make recommendations for improvement in the internal and management controls of the department.
- 3. Determine the implementation status of prior audit recommendations.
- 4. Determine if the department's financial schedules fairly present the results of operations for the two fiscal years ended June 30, 2006.

This report contains six recommendations to the department. These recommendations address areas where the department can improve compliance and internal controls over federal awards and state accounting procedures. Areas of concern deemed not to have a significant effect on the successful operations of the department are not specifically included in the report, but have been discussed with management.

In accordance with section 5-13-307, MCA, we analyzed and disclosed the cost, if significant, of implementing the recommendations in this report.

#### Background

The department was created under the Executive Reorganization Act of 1971. The department consists of the following programs and authorized full-time equivalent positions (FTE) for fiscal year 2005-06.

Montana National Guard is authorized approximately 71 FTE that are paid through the state's payroll system. An additional 867 full-time personnel are paid through the federal payroll system. The Montana National Guard has two programs – the Air National Guard and the Army National Guard. The Air National Guard provides firefighting personnel, maintenance, and support for Air National

Guard facilities at Great Falls. The Army National Guard provides administration, construction, maintenance, and support for military facilities and training areas throughout the state.

<u>Centralized Services Division</u> (9 FTE) is the primary administrative support organization for the department, including financial management, budgeting, personnel, and other administrative functions.

<u>Disaster and Emergency Services Division (DES)</u> (25 FTE) works with local, state, and federal officials to prepare, update, and coordinate emergency preparedness, response and recovery plans. DES provides technical support for civil defense shelters, exercises, and radiological defense and monitoring. The division also receives, records, and disburses federal funds to eligible government entities.

Montana National Guard Youth Challenge Program (48 FTE) is a program for youth ages 16 to 18 who stopped attending secondary school before graduating. Challenge is a 17-month, voluntary, two-phased military modeled training program targeting unemployed, drug-free, non-felons, not currently under judicial supervision. The program provides an opportunity for eligible high school age youths to enhance their life skills, increase their educational levels, and increase their employment potential.

<u>Veterans' Affairs Division</u> (22 FTE) is responsible for assisting Montana's veterans and dependents in obtaining veterans' benefits and managing the State Veterans' Cemetery program. The division provides information on benefits, guidance on completing veterans' administration forms, and referral to other agencies. The division is attached to the department for administrative purposes. The division administrator is hired by, and reports to, the Board of Veterans' Affairs, a 20-member board, of which 17 are appointed by the Governor and three represent the members of Montana's congressional delegation.

Montana Guard Scholarship Program was established by the 56th Legislature to assist in recruiting and retention efforts for the Montana Air and Army National Guard. The program provides scholarships of up to \$500 per semester to eligible Montana National Guard personnel enrolled as undergraduate students at Montana colleges, universities, or in training programs.

# **Prior Audit Recommendations**

Our office performed the department's financial-compliance audit for the two fiscal years ended June 30, 2004. That report contained three recommendations, which the department implemented.

### **Findings and Recommendations**

# Federal Compliance and Controls

The department receives federal funds to assist the National Guard with major capital construction and with operations and maintenance of facilities in the state. The department also receives federal funds to implement Homeland Security grant programs in the state. The following report sections address areas where the department can improve both compliance and internal controls over activity related to these federal awards.

# **Construction/Operations** and Maintenance

#### **Bidding Procedures**

# The department did not follow established bid procedures which resulted in \$99,870 of questioned costs.

We reviewed 22 claims related to construction and operations and maintenance activity for fiscal year 2005-06. One of those claims was for road materials costing \$89,340. The department did not conduct a competitive bid for the materials. We also noted that the same individual authorized the purchase, signed for receipt of the materials, and approved the invoice for payment. Lack of segregation of duties increases risk of asset misappropriation.

Unless otherwise specified, federal regulations require the department to follow state procurement policy for the expenditure of federal funds. The purchasing agreement between the department and the Department of Administration requires bids for goods and services exceeding \$25,000. In addition, a proper system of internal controls should provide for a segregation of duties between authorizing, receiving, invoice approval, and custody of assets. Personnel noted the initial work was expected to be under \$5,000 but the scope of the project was expanded because of good weather. The program manager said that he is authorized to approve expenditures. The department is not in compliance with state policy for procurement of services and therefore we question the \$89,340 charged to the federal program.

#### **Findings and Recommendations**

We also examined the design phase of a recent project and found the department did not follow proper procedures in advertising for and the selecting of an architect. The department stated they follow guidance developed by the Architecture and Engineering Division (A&E) of the Department of Administration in compliance with state law. The A&E division publishes bidding and selection procedures to select qualifying professionals for projects costing over \$500,000. Personnel said some of the procedures were not followed because they believed the entire cost of the project would be under \$500,000 and they wanted to use the same firm that had been selected for another related project. Information in the department's files indicated the project cost to be approximately \$750,000. Because the department did not follow proper procurement procedures we question the \$10,530 cost paid to the architect in fiscal year 2005-06.

#### Recommendation #1

We recommend the department:

- A. Comply with bidding requirements in accordance with state law.
- **B.** Ensure appropriate segregation of duties exist for asset acquisition.

# Checking for Debarred and Suspended Parties

For some contracts the department did not ensure that contractors being paid with federal funds are not suspended or debarred.

Federal regulations require the department to ensure that all contractors receiving awards must certify that their organization and its principals are not suspended or debarred. Federal regulations also forbid the department from making any award (subgrant or contract) to any party which is suspended or debarred. Federal regulations provide that certification may be accomplished by: 1) checking the Excluded Parties List System maintained by the federal General Services Administration, 2) collecting a certification from the contractor, or 3) adding a clause or condition to the covered transaction with the entity.

We noted two instances of services procured where the department did not obtain required certification from the contractor. We verified the contractors were not suspended or debarred. Personnel stated they do not ensure they have required certification in all cases. As noted above all contracted entities receiving federal money should be certifying that they are not suspended or debarred.

#### **Recommendation #2**

We recommend the department ensure they receive certification that contractors are not debarred or suspended in accordance with federal regulations.

#### **Homeland Security**

# **Unallowable Costs Charged** to Federal Program

# The department charged \$6,417 of unallowable costs to a federal program.

Federal regulations require that costs charged to federal grants be necessary and reasonable to comply with the award and incurred within the award period. We found instances of unallowable costs charged to the Homeland Security grant as explained in the sections below.

#### **Unallowable Salary Costs**

We found the department charged \$1,820 of salary expense to a grant period that was closed. We also found that the charges were not allowable even if they had been incurred prior to the grant being closed. A supervisor approved the charges to the grant without verifying that the salary expense was for services related to the grant and incurred within the funding period.

# **Unallowable Travel and Relocation Costs**

We reviewed 20 items charged to the Homeland Security grant in fiscal year 2005-06 and found unallowable charges totaling \$4,597 (\$242 for travel and \$4,355 of relocation costs) charged to a federal award. We determined these costs were not allowable under the provisions of the grant. The grant coordinator said the charges were overlooked when the claim was approved.

#### **Findings and Recommendations**

The department should ensure that costs charged to federal programs are allowable according to the terms of the awards. We question \$6,417 charged to the Homeland Security grant.

#### **Recommendation #3**

We recommend the department ensure only allowable costs are charged to federal programs.

#### **Internal Control Over Transactions**

The department does not have effective controls over authorization and verifying validity of transactions charged to the Homeland Security grant.

We identified a transaction charged to the Homeland Security
Program that appeared to be an unallowable charge. While
discussing this transaction with department personnel, we were told
by the supervisor who approved the transaction that an unknown
individual changed the transaction coding before it was processed on
the accounting system. We determined the charge was allowable but
not coded correctly to provide management with accurate
information for program oversight. A supervisor said that personnel
were not reviewing financial records to see if transactions posted as
intended.

We were also told that program staff are authorized to use the grant coordinator's initials for approving claims. This practice makes it difficult for management to affix responsibility for the approval of claims or to contact the appropriate individual to resolve other questions that may arise.

The department's controls over transaction processing for the Homeland Security Program should include comparing charges against allowable provisions of the grant, requiring individuals who approve claims to document the approval with their own name or initials, and reviewing transactions to ensure they processed on the accounting system as intended. Because of the issues discussed here

and above in Recommendation #3, we believe questioned costs in the Homeland Security Grant program could exceed \$10,000.

#### **Recommendation #4**

We recommend the department:

- A. Require individuals approving claims to use their own name or initials.
- B. Review transactions to ensure they post as intended.

#### **State Accounting Issues**

The following sections discuss areas where the department can improve processing financial information in accordance with state law or accounting policy.

Misstated Ending Fund Balance in the Federal Special Revenue Fund In fiscal years 2004-05 and 2005-06 the department did not properly record financial activity for some Federal Special Revenue Funds (FSRF) to ensure proper ending fund balances. State accounting policy provides guidance for recording receivables, deferring revenue, and accruing expenditures as appropriate to ensure a proper ending fund balance in the FSRF.

Because of errors in prior years, the July 1, 2004, fund balance in the FSRF is overstated by \$884,306. Continuing errors in fiscal year 2004-05 caused federal revenues and June 30, 2005, fund balance in the FSRF to be overstated by \$975,007. Therefore, the July 1, 2005, fund balance in the FSRF is also overstated by \$975,007. Errors occurring in fiscal year 2005-06 caused federal revenues and June 30, 2006, fund balance to be understated by \$624,000.

Department personnel said they did not complete an analysis to properly record activity before each fiscal year-end. The department should complete an analysis of fund balance and federal revenue and expenditures in order to process required transactions to ensure compliance with state accounting policy.

#### **Findings and Recommendations**

#### Recommendation #5

We recommend the department analyze activity in the Federal Special Revenue Funds to determine and process correcting transactions to ensure compliance with state accounting policy.

#### **Delays in Making Payments**

Division personnel receive and approve claims and note the transaction coding on the claim before sending it to the Centralized Services Division (CSD) for payment. Section 17-8-242, MCA, requires the department to pay claims within 30 days. We noted 40 payments where the delays between the receipt of an invoice and the actual payment exceeded 30 days. Delays ranged from 34 days to 140 days. Thirty-five of the 40 late payments were to government entities which are exempted from the 30-day requirement under section 17-8-244, MCA; however, the department's internal policy requires all claims to be paid within 30 days.

We reviewed documentation indicating the delays are at the division level. Department personnel attributed the delays to workloads and staff turnover. We noted delays occurring from receipt of the claim until it was coded and from the time it was coded until it was sent to CSD.

The department is not in compliance with state law and its own policy. The department could analyze workloads and improve claim processing times by establishing procedures, communicating those procedures to responsible individuals, and monitoring payment dates to ensure established procedures are being followed.

#### **Recommendation #6**

We recommend the department pay claims in accordance with state law and department policy.

# **Independent Auditor's Report & Department Financial Schedules**

#### LEGISLATIVE AUDIT DIVISION

Scott A. Seacat, Legislative Auditor Tori Hunthausen, Chief Deputy Legislative Auditor



Deputy Legislative Auditors: James Gillett Jim Pellegrini

#### **INDEPENDENT AUDITOR'S REPORT**

The Legislative Audit Committee of the Montana State Legislature:

We have audited the accompanying Schedules of Changes in Fund Balances, Schedules of Total Revenues & Transfers-In, and Schedules of Total Expenditures & Transfers-Out of the Department of Military Affairs for each of the fiscal years ended June 30, 2006, and 2005. The information contained in these financial schedules is the responsibility of the department's management. Our responsibility is to express an opinion on these financial schedules based on our audit.

We conducted our audit in accordance with auditing standards generally accepted in the United States of America. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial schedules are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial schedules. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial schedule presentation. We believe that our audit provides a reasonable basis for our opinion.

As described in note 1, the financial schedules are presented on a comprehensive basis of accounting other than accounting principles generally accepted in the United States of America. The schedules are not intended to be a complete presentation and disclosure of the department's assets and liabilities.

For fiscal years ending June 30, 2006, and 2005, the department did not completely analyze Federal Special Revenue Fund revenues, expenditures, and fund balances to determine adjustments necessary for proper revenue recognition. As a result, the following misstatements occurred in the Federal Special Revenue Fund on the Schedules of Changes in Fund Balance:

<u>Fiscal Year 2004-05</u> <u>Over (Under) Stated</u> Fund Balance, July 1, 2004 \$884,306

Budgeted Revenues & Transfers-In \$975,007 Fund Balance, June 30, 2005 \$975,007

<u>Fiscal Year 2005-06</u> <u>Over (Under) Stated</u>

 Fund Balance, July 1, 2005
 \$975,007

 Budgeted Revenues & Transfers-In
 \$(624,000)

 Fund Balance, June 30, 2006
 \$(624,000)

In our opinion, except for the effects of the issues discussed in the preceding paragraph, the financial schedules referred to above present fairly, in all material respects, the results of operations and changes in fund balances of the Department of Military Affairs for each of the fiscal years ended June 30, 2006, and 2005, in conformity with the basis of accounting described in note 1.

Respectfully submitted,

/s/ James Gillett

James Gillett, CPA Deputy Legislative Auditor

July 27, 2006

# DEPARTMENT OF MILITARY AFFAIRS SCHEDULE OF CHANGES IN FUND BALANCES FOR THE FISCAL YEAR ENDED JUNE 30, 2006

FUND BALANCE: July 1, 2005	General Fund \$ (1,134,198)	State Special Revenue Fund \$ 619,139	Federal Special Revenue Fund \$ 545,559	Capital Projects Fund (408,501)
ADDITIONS				
Budgeted Revenues & Transfers-In	3,504,870	1,339,516	46,370,776	722,559
NonBudgeted Revenues & Transfers-In	1,037	4,021		
Prior Year Revenues & Transfers-In Adjustments	21,096	219,502	(623,156)	
Direct Entries to Fund Balance	2,068,422	139,620	(3,021,062)	
Total Additions	5,595,425	1,702,659	42,726,558	722,559
REDUCTIONS				
Budgeted Expenditures & Transfers-Out	5,073,566	1,039,947	44,030,814	314,059
NonBudgeted Expenditures & Transfers-Out	(3,937)			
Prior Year Expenditures & Transfers-Out Adjustments	(20,064)	(17,802)	124,553	
Total Reductions	5,049,565	1,022,145	44,155,367	314,059
FUND BALANCE: June 30, 2006	\$ (588,338)	\$ 1,299,653	\$ (883,250)	\$(1)

# DEPARTMENT OF MILITARY AFFAIRS SCHEDULE OF CHANGES IN FUND BALANCES FOR THE FISCAL YEAR ENDED JUNE 30, 2005

	Gene	eral Fund	State Special Revenue Fund		ederal Special Revenue Fund	Capital Projects Fund		
FUND BALANCE: July 1, 2004	\$	(377,535)	\$ 531,051	\$	296,841	\$	(454,790)	
ADDITIONS								
Budgeted Revenues & Transfers-In		901	892,864		54,139,252		7,263,111	
NonBudgeted Revenues & Transfers-In		1,031						
Prior Year Revenues & Transfers-In Adjustments		(331)	20,130		19,726,795			
Direct Entries to Fund Balance	4	,220,371	 20,606		(22,358,431)			
Total Additions	4	,221,972	933,600		51,507,616		7,263,111	
REDUCTIONS								
Budgeted Expenditures & Transfers-Out	4	,919,218	846,602		51,230,772		7,216,822	
NonBudgeted Expenditures & Transfers-Out		59,896						
Prior Year Expenditures & Transfers-Out Adjustments		(479)	(1,090)		28,126			
Total Reductions	4	,978,635	845,512		51,258,898		7,216,822	
FUND BALANCE: June 30, 2005	\$(1	,134,198)	\$ 619,139	\$	545,559	\$_	(408,501)	

# DEPARTMENT OF MILITARY AFFAIRS SCHEDULE OF TOTAL REVENUES & TRANSFERS-IN FOR THE FISCAL YEAR ENDED JUNE 30, 2006

	_	General Fund	_	State Special Revenue Fund	ederal Special Levenue Fund		Capital Projects Fund		Total
TOTAL REVENUES & TRANSFERS-IN BY CLASS									
Taxes	\$	1,037			\$ 1,728			\$	2,765
Charges for Services		3,525,966	\$	102,239	3,285				3,631,490
Rentals, Leases and Royalties				800					800
Miscellaneous				4,021					4,021
Grants, Contracts, Donations and Abandonments				6,910					6,910
Other Financing Sources				1,449,069		\$	722,559		2,171,628
Federal					45,729,893			4	5,729,893
Federal Indirect Cost Recoveries	_		_		 12,714				12,714
Total Revenues & Transfers-In		3,527,003	_	1,563,039	45,747,620		722,559	5	1,560,221
Less: Nonbudgeted Revenues & Transfers-In		1,037		4,021					5,058
Prior Year Revenues & Transfers-In Adjustments		21,096		219,502	(623, 156)				(382,558)
Actual Budgeted Revenues & Transfers-In		3,504,870		1,339,516	 46,370,776	'	722,559	5	1,937,721
Estimated Revenues & Transfers-In		3,304,501		1,339,720	45,263,718		722,559	5	0,630,498
Budgeted Revenues & Transfers-In Over (Under) Estimated	\$_	200,369	\$	(204)	\$ 1,107,058	\$	(0)	\$	1,307,223
BUDGETED REVENUES & TRANSFERS-IN OVER (UNDER) ESTIMATED BY CLASS									
Taxes	\$	(676)						\$	(676)
Charges for Services		201,045	\$	(100)					200,945
Grants, Contracts, Donations and Abandonments				(100)					(100)
Other Financing Sources				(4)					(4)
Federal					1,107,058				1,107,058
Budgeted Revenues & Transfers-In Over (Under) Estimated	\$	200,369	\$	(204)	\$ 1,107,058	_	(0)	\$	1,307,223

# DEPARTMENT OF MILITARY AFFAIRS SCHEDULE OF TOTAL REVENUES & TRANSFERS-IN FOR THE FISCAL YEAR ENDED JUNE 30, 2005

	Ge	General Fund		State Special Revenue Fund		Federal Special Revenue Fund		Capital Projects Fund	Total
TOTAL REVENUES & TRANSFERS-IN BY CLASS				_		•	_		
Taxes	\$	1,031							1,031
Charges for Services		570	\$	82,920	\$	(12,263,962)			(12,180,472)
Grants, Contracts, Donations and Abandonments				8,240					8,240
Other Financing Sources				821,834			\$	7,263,111	8,084,945
Federal						86,127,391			86,127,391
Federal Indirect Cost Recoveries						2,618			2,618
Total Revenues & Transfers-In		1,601		912,994		73,866,047		7,263,111	82,043,753
Less: Nonbudgeted Revenues & Transfers-In		1,031							1,031
Prior Year Revenues & Transfers-In Adjustments		(331)		20,130		19,726,795			19,746,594
Actual Budgeted Revenues & Transfers-In		901		892,864	· · · ·	54,139,252		7,263,111	62,296,128
Estimated Revenues & Transfers-In		40,000		1,470,205		39,405,523		5,000,000	45,915,728
Budgeted Revenues & Transfers-In Over (Under) Estimated	\$	(39,099)	\$	(577,341)	\$	14,733,729	\$	2,263,111	\$ 16,380,400
BUDGETED REVENUES & TRANSFERS-IN OVER (UNDER) ESTIMATED BY CLASS									
Charges for Services	\$	(39,099)	\$	(390,610)	\$	(42,019)			(471,728)
Rentals, Leases and Royalties				(26,000)					(26,000)
Grants, Contracts, Donations and Abandonments				(31,760)					(31,760)
Other Financing Sources				(128,971)			\$	2,263,111	2,134,140
Federal						14,803,628			14,803,628
Federal Indirect Cost Recoveries						(27,880)	_		(27,880)
Budgeted Revenues & Transfers-In Over (Under) Estimated	\$_ <u></u>	(39,099)	\$ <u></u>	(577,341)	\$	14,733,729	\$_	2,263,111	\$ <u>16,380,400</u>

#### DEPARTMENT OF MILITARY AFFAIRS SCHEDULE OF TOTAL EXPENDITURES & TRANSFERS-OUT FOR THE FISCAL YEAR ENDED JUNE 30, 2006

	Air National Guard	Army National Guard	Centralized Services Division	Challenge Program	Disaster And Emergency Services	Disaster Fund	Military Capital Construction	Scholarship Program	Veterans Affairs	Total
PROGRAM (ORG) EXPENDITURES & TRANSFERS-OUT										
Personal Services Salaries Employee Benefits Total	\$ 1,305,148 474,117 1,779,265	\$ 1,427,333 431,427 1,858,760	\$ 427,119 109,417 536,536	\$ 1,244,618 462,908 1,707,526	\$ 1,069,530 321,947 1,391,477	\$ 91,047 18,390 109,437	\$ 2,055 500 2,555		\$ 758,526 256,380 1,014,906	\$ 6,325,376 2,075,086 8,400,462
Operating Expenses Other Services Supplies & Materials Communications Travel Rent Utilities Repair & Maintenance Other Expenses Total	405,385 147,429 1,510 721 624,330 132,259 1,293 1,312,927	3,489,575 1,305,389 1,240,233 66,903 164,887 1,643,962 1,582,738 (242,120) 9,251,567	23,814 48,313 9,328 14,859 402 14 156,514 253,244	463,384 177,553 51,731 119,843 280,486 506 18,687 55,009 1,167,199	(45,590) 87,757 62,423 159,654 9,434 26,479 (20,528) 279,629	14,323 4,588 2,037 19,326 105 59 2,393 42,831	6,467 185,703 56 287 6,823	235,500 235,500	43,870 18,764 57,850 37,835 38,694 7,694 54,129 117,370 376,206	4,401,228 1,975,496 1,425,168 419,428 494,008 2,276,492 1,821,188 305,431 13,118,439
Equipment & Intangible Assets Equipment Total		1,327,880 1,327,880							175,000 175,000	1,502,880 1,502,880
Capital Outlay Land & Interest In Land Buildings Other Improvements Total							69,652 10,206,540 503,971 10,780,163			69,652 10,206,540 503,971 10,780,163
Grants From State Sources From Federal Sources Total					15,708,174 15,708,174	245,090 61,089 306,179				245,090 15,769,263 16,014,353
Benefits & Claims To Individuals Total			2,280 2,280							2,280 2,280
Transfers Accounting Entity Transfers Total							722,559 722,559			722,559 722,559
Total Expenditures & Transfers-Out	\$ 3,092,192	\$ 12,438,207	\$ 792,060	\$ 2,874,725	\$ 17,379,280	\$ 458,447	\$ 11,704,613	\$ 235,500	\$1,566,112	\$ 50,541,136
EXPENDITURES & TRANSFERS-OUT BY FUND										
General Fund State Special Revenue Fund Federal Special Revenue Fund Capital Projects Fund	\$ 306,913 2,785,279	\$ 1,197,243 11,240,964	\$ 452,698 124,462 214,900	\$ 1,129,104 1,745,621	\$ 643,375 110,572 16,625,333	\$ 303,261 4,336 150,850	\$ 11,390,554 314,059	\$ 235,500	\$ 781,471 782,775 1,866	\$ 5,049,565 1,022,145 44,155,367 314,059
Total Expenditures & Transfers-Out Less: Nonbudgeted Expenditures & Transfers-Out Prior Year Expenditures & Transfers-Out Adjustments Actual Budgeted Expenditures & Transfers-Out	3,092,192 (137) (4,142) 3,096,471	(71,786) 12,510,298	792,060 (342) 787 791,615	2,874,725 (1,171) (850) 2,876,746	17,379,280 (762) 270,153 17,109,889	458,447 0 0 458,447	11,704,613 0 (75,173) 11,779,786	235,500 0 (14,500) 250,000	1,566,112 (1,220) (17,802) 1,585,134	50,541,136 (3,937) 86,687 50,458,386
Budget Authority Unspent Budget Authority	3,215,930 \$ 119,459	17,157,329 \$ 4,647,031	1,001,094 \$ 209,479	2,886,791 \$ 10,045	\$ 21,642,395	5,328,170 \$ 4,869,723	32,431,031 \$ 20,651,245	\$ <u>250,000</u>	1,747,433 \$ 162,299	102,770,062 \$ 52,311,676
UNSPENT BUDGET AUTHORITY BY FUND										
General Fund State Special Revenue Fund Federal Special Revenue Fund	\$ 7,498 111,961	\$ 2,306 26,300 4,618,425	\$ 17,503 175,538 16,438	\$ 2,929 7,116	\$ 768 205,131 21,436,496	\$ 31,699 4,838,024	\$ 20,313,043	œ.	\$ 1,023 147,846 13,430	\$ 63,726 554,815 51,354,933
Capital Projects Fund Unspent Budget Authority	\$ 119,459	\$4,647,031	\$ 209,479	\$ 10,045	\$ 21,642,395	\$ 4,869,723	338,202 \$ 20,651,245	\$	\$ 162,299	338,202 \$ 52,311,676

# DEPARTMENT OF MILITARY AFFAIRS SCHEDULE OF TOTAL EXPENDITURES & TRANSFERS-OUT FOR THE FISCAL YEAR ENDED JUNE 30, 2005

PROGRAM (ORG) EXPENDITURES & TRANSFERS-OUT	Air National Guard	Army National Guard	Centralized Services Division	Youth Challenge	Disaster and Emergency Services	Disaster Fund	Military Capital Construction	Scholarship	Veterans Affairs	Total
,										
Personal Services Salaries	\$ 1,283,358	\$ 1,388,964	\$ 364,436	\$ 1,201,933	\$ 1,099,604	\$ 20,399	\$ 5,078		\$ 680,024	\$ 6,043,796
Employee Benefits	486,572	420,969	91,730	\$ 1,201,933 447,327	340,202	φ 20,399 7,177	τ 5,078 1,347		236,443	2,031,767
Total	1,769,930	1,809,933	456,166	1,649,260	1,439,806	27,576	6,425		916,467	8,075,563
Operating Expenses Other Services	491,690	2,173,488	31,036	511,521	728,172	2,787	42,707		235,431	4,216,832
Supplies & Materials	151,901	377,449	9,491	176,596	112,049	1,449	42,707		111,578	940,513
Communications	1,238	848,236	4,762	53,302	35,397	983	65		42,589	986,572
Travel	5,558	70,401	6,379	118,907	157,275	1,875	295		56,697	417,387
Rent	565	87,346	428	276,825 200	6,217	173			40,778	412,332
Utilities Repair & Maintenance	570,027 118,817	1,356,644 1,390,160		200 15,830	26,891	92	36,650		6,704 122,955	1,933,575 1,711,395
Other Expenses	4,112	124,378	25,215	41,963	77,750	210	00,000	73,500	56,727	403,855
Total	1,343,908	6,428,102	77,311	1,195,144	1,143,751	7,569	79,717	73,500	673,459	11,022,461
Fauinment 9 Intersible Access										
Equipment & Intangible Assets Equipment		112,138								112,138
Total		112,138								112,138
0 - 1 - 1 0 - 1 -										
Capital Outlay Buildings							18,654,429			18,654,429
Other Improvements							9,394			9,394
Total							18,663,823			18,663,823
Grants From State Sources						39,296				39,296
From Federal Sources					18,353,919	767,276				19,121,195
Total					18,353,919	806,572				19,160,491
Benefits & Claims To Individuals			2,280							2,280
Total			2,280							2,280
			,							
Transfers							7,000,444			7,000,444
Accounting Entity Transfers Total							7,263,111 7,263,111			7,263,111 7,263,111
Total							7,203,111			7,203,111
Total Expenditures & Transfers-Out	\$ 3,113,838	\$ 8,350,173	\$ 535,757	\$ 2,844,404	\$ 20,937,476	\$ 841,717	\$ 26,013,076	\$ 73,500	\$ <u>1,589,926</u>	\$ 64,299,867
EXPENDITURES & TRANSFERS-OUT BY FUND										
EXPENDITURES & TRANSFERS-OUT BY FUND										
General Fund	\$ 310,173	\$ 1,308,081	\$ 362,035	\$ 1,126,887	\$ 486,718	\$ 636,437		\$ 73,500	\$ 674,804	\$ 4,978,635
State Special Revenue Fund	0.000.005	7.040.000	470 700	4 747 547	11,034	4,021	Ф 40.700.054		830,457	845,512
Federal Special Revenue Fund Capital Projects Fund	2,803,665	7,042,092	173,722	1,717,517	20,439,724	201,259	\$ 18,796,254 7,216,822		84,665	51,258,898 7,216,822
Total Expenditures & Transfers-Out	3,113,838	8,350,173	535,757	2,844,404	20,937,476	841,717	26,013,076	73,500	1,589,926	64,299,867
Less: Nonbudgeted Expenditures & Transfers-Out Prior Year Expenditures & Transfers-Out Adjustments	841	59,896 (20,037)		(927)	47,544		226		(1,090)	59,896 26,557
Actual Budgeted Expenditures & Transfers-Out	3,112,997	8,310,314	535,757	2,845,331	20,889,932		26,012,850	73,500	1,591,016	64,213,414
Budget Authority	3,227,362	8,980,326	723,215	2,846,804	54,402,071	1,892,620	54,583,578	77,500	1,701,213	128,434,689
Unspent Budget Authority	\$ 114,365	\$ 670,012	\$ 187,458	\$ 1,473	\$ 33,512,139	\$ 1,050,903	\$ 28,570,728	\$ 4,000	\$ 110,197	\$ 64,221,275
UNSPENT BUDGET AUTHORITY BY FUND										
General Fund		\$ 60	\$ 8,595	\$ 370	\$ 126	\$ 19,500		\$ 4,000	\$ 95	\$ 32,746
State Special Revenue Fund		386,000	89,453		152,824	•		•	109,507	737,784
Federal Special Revenue Fund	114,365	283,952	89,410	1,103	33,359,189	1,031,403	\$ 27,918,467		595	62,798,484
Capital Projects Fund Unspent Budget Authority	\$ 114,365	\$ 670,012	\$ 187,458	\$ 1,473	\$ 33,512,139	\$ 1,050,903	\$\frac{652,261}{28,570,728}	\$ 4,000	\$ 110,197	652,261 \$ 64,221,275
Shoponic Budget Additionty	Ψ 117,303	Ψ 010,012	107,430	Ψ 1,773	Ψ 33,312,139	Ψ 1,000,000	20,010,120	Ψ,000	Ψ 110,137	Ψ 07,221,210

### **Montana Department of Military Affairs**

Notes to the Financial Schedules For the two Fiscal Years Ended June 30, 2006

# 1. Summary of Significant Accounting Policies

#### **Basis of Accounting**

The department uses the modified accrual basis of accounting, as defined by state accounting policy, for its Governmental fund category (General, State Special Revenue, Federal Special Revenue, and Capital Projects Funds). In applying the modified accrual basis, the department, records:

Revenues when it receives cash or when receipts are realizable, measurable, earned, and available to pay current period liabilities.

Expenditures for valid obligations when the department incurs the related liability and it is measurable, with the exception of the cost of employees' annual and sick leave. State accounting policy requires the department to record the cost of employees' annual and sick leave when used or paid.

Under the accrual basis, as defined by state accounting policy, the department records revenues in the accounting period when realizable, measurable, and earned, and records expenses in the period incurred when measurable.

Expenditures and expenses may include: entire budgeted service contracts even though the department receives the services in a subsequent fiscal year; goods ordered with a purchase order before fiscal year-end, but not received as of fiscal year-end; and equipment ordered with a purchase order before fiscal year-end.

#### **Basis of Presentation**

The financial schedule format is in accordance with the policy of the Legislative Audit Committee. The financial schedules are prepared from the transactions posted to the state's accounting system without adjustment.

#### **Notes to the Financial Schedules**

The department uses the following funds:

# Governmental Fund Category

**General Fund** – to account for all financial resources except those required to be accounted for in another fund.

**State Special Revenue Fund** – to account for proceeds of specific revenue sources (other than private-purpose trusts or major capital projects) that are legally restricted to expenditures for specific state program purposes. The majority of the department's State Special Revenue Funds relate to Veterans' Cemeteries.

**Federal Special Revenue Fund** – to account for activities funded from federal revenue sources. Department Federal Special Revenue Funds include Air and Army National Guard, Military Capital Construction, Homeland Security, and Disaster and Emergency Services.

**Capital Projects Fund** – to account for financial resources used for the acquisition or construction of major capital facilities. The department's Capital Projects Fund accounts for construction of joint state/federal facilities appropriated by the Legislature.

#### 2. General Fund Balance

The negative fund balance in the General Fund does not indicate overspent appropriation authority. The department has authority to pay obligations from the statewide General Fund within its appropriation limits. The department expends cash or other assets from the statewide fund when it pays General Fund obligations. The department's outstanding liabilities exceed the assets it has placed in the fund, resulting in negative ending General Fund balances for each of the fiscal years ended June 30, 2005, and June 30, 2006.

# 3. Direct Entries to Fund Balance

Direct entries to fund balances in the General, State Special Revenue, and Federal Special Revenue Funds include entries generated by SABHRS to reflect the flow of resources within individual funds shared by separate agencies.

#### 4. General Fund Revenues

The majority of Budgeted Revenues and Transfers-In in the General Fund in fiscal year 2005-06 is federal reimbursement for fighting forest fires initially paid from the state General Fund.

# 5. Negative Revenue in the Federal Special Revenue Fund

The negative revenue, under Charges for Services, reflected on the Schedule of Total Revenues & Transfers-In, for fiscal year 2004-05 in the Federal Special Revenue Fund, is the result of a reclassification directed by the accounting bureau at the Department of Administration.

#### 6. Contingent Liability

The State and the Public Employees Retirement division have been named as defendants in Bean v. State, Montana First Judicial Dist. Ct., Lewis and Clark County Docket No. ADV 2004-707. The plaintiffs are a group of firefighters employed by the Department of Military Affairs to provide fire protection at the Air National Guard facility in Great Falls. They claim that a statute passed by the Legislature in 2001 violates Equal Protection guarantees by requiring them to join the Public Employees Retirement system rather than the Firefighters Unified Retirement System. If successful this claim could require the state to make significant additional contributions to the plaintiffs' retirement accounts, although it is unclear whether such funds would be provided through the budget of the Department of Military Affairs. The District Court has ruled in favor of the Plaintiffs and is now considering the plaintiffs' request for an award of attorney fees and costs. The state plans to appeal the ruling to the Montana Supreme Court.

# **Department Response**

#### DEPARTMENT OF MILITARY AFFAIRS



BRIAN SCHWEITZER GOVERNOR

ARMED FORCES RESERVE CENTER
1900 WILLIAMS STREET

### STATE OF MONTANA

OFFICE OF THE ADJUTANT GENERAL MAJOR GENERAL RANDALL D. MOSLEY (406) 324-3000 - FAX (406) 324-3011

PO BOX 4789 FORT HARRISON, MONTANA 59636-4789

October 3, 2006

Paul O'Loughlin Senior Auditor PO Box 201705 Helena, MT 59620-1705 OCT 13 2006

LEGISLATIVE AUDIT DIV.

Dear Mr. O'Loughlin

In reply to the Financial Compliance Audit Report received by this office October 2, 2006, we are submitting the following comments:

#### Recommendation #1:

We concur with your recommendation. The Department will comply with bidding requirements in accordance with state law and ensure appropriate segregation of duties exists for asset acquisition.

#### Recommendation #2:

We concur with your recommendation. The department will ensure that we receive certification that contractors are not debarred or suspended in accordance with federal regulations.

#### Recommendation #3:

We concur with your recommendation. The department will ensure only allowable costs are charged to federal programs.

#### Recommendation #4:

We concur with your recommendation. The department will require individuals approving claims to use their own name and initials and review transactions to ensure they are posted as intended.

#### Recommendation #5:

We concur with your recommendation. The department will analyze activity in the federal special revenue funds to determine and process correcting transactions to ensure compliance with state accounting policy.

Recommendation #6:

We concur with your recommendation. The department will pay claims in accordance with state law and department policy.

Sincerely,

Karen M. Revious

Administrator

Centralized Services Division

Laren M. Levines